

Message Text

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ACTION IO-14

INFO OCT-01 AF-10 ISO-00 AID-05 CIAE-00 COME-00 EB-08

FRB-03 INR-07 NSAE-00 USIA-06 TRSE-00 XMB-02

OPIC-03 SP-02 LAB-04 SIL-01 OMB-01 IGA-02 DODE-00

PM-05 H-01 L-03 NSC-05 PA-01 PRS-01 SS-15 INT-05

DHA-02 ARA-10 EA-07 EUR-12 NEA-10 IOE-00 /146 W

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FM AMEMBASSY KINSHASA

TO SECSTATE WASHDC PRIORITY 4930

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L KINSHASA 7234

E.O. 11652: GDS

TAGS: PFOR, PORG, CG

SUBJECT: MULTILATERAL AFFAIRS: ZAIRE

REF: A) 76 KINSHASA 1873; B) KINSHASA 1422; C) KINSHASA 1427;

D) STATE 148782; E) KINSHASA 553; F) KINSHASA 5034

1. AS THERE HAS BEEN NO SIGNIFICANT CHANGE IN ZAIRE'S APPROACH TO MULTILATERAL DIPLOMACY IN THE PAST YEAR, REFTELS A AND B REMAIN GENERALLY VALID. UPDATE BELOW FOLLOWS IN PART OUTLINED IN REFTEL D.

2. NORTH/SOUTH ECONOMIC ISSUES. WHILE NOT ALTERING ITS ATTITUDE ON ECONOMIC QUESTIONS TAKEN UP IN THE VARIOUS MULTILATERAL FORA DURING THE PAST YEAR, THE GOZ HAS SHIFTED ITS TACTICS AND TONED DOWN ITS RHETORIC. AS NOTED IN GENEVA 1032, THE GOZ MADE A SPECIFIC EFFORT DURING THE UNCTAD COPPER DISCUSSIONS TO CONTACT THE US DELEGATION IN ORDER TO EXPLAIN ITS POSITION AND OBTAIN CLARIFICATION OF THE US POSITION. THE GOZ DELEGATION IN THAT PARTICULAR CASE WAS QUICK TO REALIZE THE UTILITY OF CONTINUING DIALOGUE ON ISSUES WHERE THE TWO GOVERNMENTS DIFFER, AND MAY PERHAPS HAVE SET A PATTERN FOR OTHER

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MULTILATERAL CONFERENCES WHERE ZAIRIAN INTERESTS ARE DIRECTLY INVOLVED.

3. THE GOZ HAS ALSO SHOWN NO RELUCTANCE TO USE BILATERAL AGREEMENTS AND SPECIALLY CONSTITUTED MULTILATERAL GROUPS TO ACHIEVE ITS GOAL WHEN IT FEELS THE USUAL MULTILATERAL CHANNELS ARE MOVING EITHER TOO SLOWLY OR IN AN UNFAVORABLE DIRECTION. CASES

IN POINT WOULD BE THE RECENT CALL FOR A MULTIDONOR "MARSHALL PLAN" FOR ZAIRE AND THE SHIFT FROM RELIANCE ON CIPEC, OF WHICH ZAIRE IS A FOUNDING MEMBER, TO THE UNCTAD COPPER CONSULTATIONS. IN ADDITION, THE GOZ HAS NOT CHAMPIONED THE CAUSE OF AN LDC DEBT MORATORIUM BUT RATHER HAS MADE ITS OWN BILATERAL ARRANGEMENTS TO TRY TO STRENGTHEN ITS CREDIT RATING.

4. HOWEVER, AS CAN CLEARLY BE SEEN FROM THE POSITIONS TAKEN BY THE GOZ AT THE ECA MEETING HERE LAST MARCH (REFTEL D) AND DURING THE ECOSOC DISCUSSIONS OF ILLICIT PAYMENTS, THE GOZ CAN BE EXPECTED TO FOLLOW THE THIRE WORLD LINE ON MOST ISSUES. THE GOZ'S ASPIRATIONS TO AFRICAN AND THIRD WORLD LEADERSHIP ALMOST DEMAND THAT IT SUPPORT CONCEPTS SUCH AS THE NIEO, INDEXATION, AND SOME SORT OF BUFFER ARRANGEMENT FOR PRIMARY COMMODITIES. BUT THIS SUPPORT WILL HOLD ONLY AS LONG AS GOZ PERCEIVES THAT IT WILL NOT DAMAGE ITS ALREADY SHAKY ECONOMIC POSITION.

5. HUMAN RIGHTS. THE GOZ SUPPORTS OUR NEW POLICY IN SOUTHERN AFRICA, AND HAS MOVED IN RECENT MONTHS TO REDUCE ITS OWN VULNERABILITY TO CRITICISM OVER ITS DOMESTIC SHORTCOMINGS IN THE AREA OF POLITICAL, ECONOMIC AND SOCIAL RIGHTS. IT CONTINUES TO VIEW WITH SOME DISCOMFORT, HOWEVER, US HUMAN RIGHTS INITIATIVES WHICH MIGHT ENCOURAGE INVIDIOUS COMPARISONS OF US IDEALS AND ZAIRIAN PRACTICE.

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6. UN BUDGET CONTROL, STRUCTURE AND SPECIALIZED AGENCY ISSUES. THE GOZ IS NOT LIKELY TO STRAY FROM MAINSTREAM THIRD WORLD POSITIONS ON THESE ISSUES. AS INDICATED REFTELS E AND F, GOZ OFFICIALS RESPONDED SYMPATHETICALLY TO US EXPRESSIONS OF CONCERN OVER POLITICIZATION OF ILO. THAT SYMPATHY WAS NOT, NOWEVER, TRANSLATED INTO SUPPORT AT THE MOST RECENT INTERNATIONAL LABOR CONFERENCE.

7. TACTICS. DECISION-MAKING ON SUBSTANTIVE MULTILATERAL QUESTIONS EONTINUES TO BE MADE AT THE HIGHEST LEVELS OF THE GOZ. ISSUES OF PARTICULAR IMPORTANCE TO THE US THEREFORE REQUIRE THAT THE AMBASSADOR OR DCM CONTACT EITHER THE PRESIDENT OR THE FOREIGN MINISTER TO MAXIMIZE THE LIKELIHOOD OF GOZ SUPPORT. HOWEVER, IN LIGHT OF THE OFTEN POOR COMMUNICATIONS BETWEEN KINSHASA AND ZAIRIAN DELEGATIONS ABROAD, EFFORTS IN KINSHASA MUST BE MATCHED WHENEVER POSSIBLE BY THOSE OF THE US DELEGATION IN THE APPROPRIATE MULTILATERAL SETTING. ZAIRE HAS FOR A LONG TIME BEEN RESPONSIVE TO OUR APPEALS FOR SUPPORT IN MULTILATERAL FORA ON SPECIFIC ISSUES, SUCH AS KOREA, PUERTO RICO, AND ZIONISM/RACISM. THE GOZ RECOGNIZES, HOWEVER, THAT SUCH SUPPORT CARRIES WITH IT CERTAIN RISKS WITH RESPECT TO ZAIRE'S STANDING IN THE THIRD WORLD CLUB. IT IS THEREFORE IMPORTANT THAT OUR RECOGNITION AND

APPRECIATION OF GOZ COOPERATION NOT BE EXPRESSED IN WAYS THAT EXPOSE ZAIRE TO CRITICISM OF YIELDING TO US INFLUENCE OR PRESSURE. FOREIGN MINISTER NGUZA RECENTLY MADE A SIMILAR POINT TO IO REGARDING HUMAN RIGHTS ISSUES IN THE OAU (STATE 177837) AND WE BELIEVE IT CAN BE APPLIED MORE BROADLY TO OTHER ISSUES OF CONCERN TO US INTERESTS.

8. MULTILATERAL AFFAIRS OFFICER (MLO). FORMER NLO ERNEST GRIGG DEPARTED POST MID-JULY. HIS SUCCESSOR, ROBERT REMOLE, IS EXPECTED TO ARRIVE KINSHASA AUGUST 22. IN THE MEANTIME, RESPONSIBILITY FOR MULTILATERAL AFFAIRS HAS BEEN ASSUMED BY HARLAN ROBINSON. CUTLER

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